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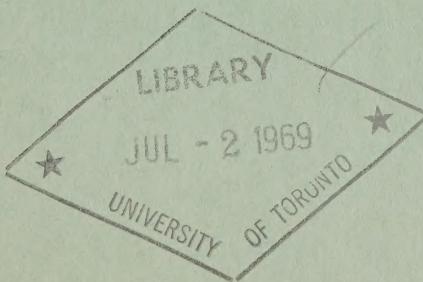
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# A REVIEW OF FEDERAL LEGISLATION RELATING TO TECHNICAL AND VOCATIONAL EDUCATION IN CANADA.

Prepared by  
Donald Glendenning, Ph.D.

Programs Branch  
Department of Manpower and Immigration  
Ottawa  
October, 1968



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## SECTION I

### The Early Years

Technical and vocational education in Canada today is the product of evolution. While its precise birthdate cannot be established, occasional reference to the provisions of practical instruction in such occupations as cabinet-making, carpentry, masonry, roofing, shoemaking, tailoring, sculpturing and art may be found in early histories of <sup>1</sup> education in Canada.

It was not until the nineteenth century, however, that practical instruction began to be considered a definite part of the school curriculum. The first subjects to be introduced were agriculture, drawing, homemaking and commercial studies.<sup>2</sup> Most of the attention given to vocational programs was in the form of night school classes. Extensive day-school classes in the practical arts were not organized until the present century when, as a year-end review of public affairs revealed,<sup>3</sup> the subject of manual training was one of the chief educational topics.

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<sup>1</sup>Phillips, C.E., The Development of Education in Canada, p. 20

<sup>2</sup>Canada, Department of Labour, "History of Vocational Education in Canada", Vocational Education, Bulletin No. 28, August, 1928, pp. 1-3

<sup>3</sup>Hopkins, J. Castell, "Section IX - Education in Canada", The Canadian Annual Review of Public Affairs, 1901, pp. 314-371

One reason for this emphasis was the interest and financial assistance to manual training which were provided through the philanthropy of Sir William C. McDonald<sup>4</sup> who, in his desire to promote education for rural people, and with the aid of Professor J. W. Robertson, provided, either in whole or in part, for the establishment and operation of schools throughout all the provinces of Canada.<sup>5</sup> By the close of 1901, sixteen schools were operating with assistance from the McDonald funds, and from these can be traced the organized vocational programs of today.<sup>6</sup> Later consolidated schools, complete with a school garden and a manual training room were provided in a number of centres throughout Canada.<sup>7</sup>

Evidence of the interest of various groups in promoting industrial and technical education was illustrated by the fact that representatives of the Dominion Trades and Labour Council and the larger Boards of Trade met with the Prime Minister in Ottawa on March 5, 1901 to present a resolution in support of technical education. At that time it was proposed that a Minister of Industrial Education be appointed and that a Royal Commission be established to examine the whole matter of technical education in Canada.<sup>8</sup> Later meetings with the federal government also pressed for government support for such programs.<sup>9</sup>

<sup>4</sup>Miller, J. C., National Government and Education in Federated Democracies: Dominion of Canada, p. 294

<sup>5</sup>Canada, Royal Commission on Industrial Training and Technical Education, p. 153

<sup>6</sup>Canada, Department of Labour, Vocational Education in Canada, p. 7

<sup>7</sup>Canada, Royal Commission on Industrial Training and Technical Education, pp. 155-156

<sup>8</sup>"Technicals", The Citizen, (Ottawa) Vol. 51, No. 249, March 6, 1901, p. 8

<sup>9</sup>"Cabinet hears the Views of Workers Important Matters", The Citizen, (Ottawa), Vol. 72, No. 189, January 16, 1915, p. 10

The first interest of governments at both provincial and federal levels in technical education became evident following the turn of the century, when the Province of Quebec provided for the establishment of a Technical School in Montreal in 1907.<sup>10</sup> Nova Scotia, during the same year, enacted comprehensive legislation, which gave rise to the Nova Scotia Technical College as well as extension classes in a number of centres in that province.<sup>11</sup> Prince Edward Island's Commission in 1908, recommended the introduction of manual training, domestic science, and agriculture into the schools of the province.<sup>12</sup> In 1910 Dr. John Seath, Superintendent of Education for Ontario, studied technical and vocational education in the United States and Europe, with a view to developing a program for his own province,<sup>13</sup> and a year later his recommendations were embodied in the Industrial Education Act of 1911. A Royal Commission was appointed by the Province of Manitoba in 1910 to enquire into existing vocational facilities and programs, and the extent to which additional attention might be given to the problem in that province.<sup>14</sup> The Province of Saskatchewan also appointed a Commission to study both agricultural and technical education.<sup>15</sup>

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<sup>10</sup> Miller, op. cit., p. 295

<sup>11</sup> Nova Scotia, Technical Education, Halifax: King's Printer, 1908, p. 14

<sup>12</sup> Miller, op. cit., p. 295

<sup>13</sup> Seath, John, Education for Industrial Purposes, 390, pp.

<sup>14</sup> Manitoba, Report of the Royal Commission on Technical Education and Industrial Training, 1912, 78 pp.

<sup>15</sup> Saskatchewan, Report of the Saskatchewan Education Commission, 1915, 208 pp.

In addition, in June 1910, a similar commission was established by the government of Canada with the approval of the provincial premiers to enquire into the technical education in Canada and selected foreign countries.<sup>16</sup> After three years of intensive and extensive study a report was presented to the government in 1913, but action on its recommendations was shelved because of the outbreak of war.

Members of the Royal Commission recognized the value of manual training and felt that it should be generally provided in school programs in the elementary grades. The Commission recommended, therefore, that the Federal Government provide the sum of \$350,000 per year for a ten-year period to encourage such training. This grant was to be divided among the provinces on the basis of population and was not to exceed 75% of their expenditures from manual training during the previous fiscal year. The money was to be used "for the promotion and support of drawing, manual training, nature study, experimental science, but not including the provision of buildings". Each province was eligible to receive the grant on receipt of a certified report by the Chief Education Officer of the province.

With regard to occupational training for youth and adults, the following principles were enunciated:

- "1. It should be under provincial control and regulation.
2. It should receive financial support from individuals, from local authorities, from provincial governments, and from the Dominion.

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<sup>16</sup> Canada, Royal Commission on Industrial Training and Technical Education, p. 1

3. Provision should be made for active participation in its control, management and direction by individuals in the locality who would represent industries as employers and employees, agriculture, women's occupations particularly housekeeping, business and organized education.
4. It should provide educational opportunities for those who have gone to work and, also, for those who are able to return and devote their time for some months or years, as the case may be, to a course, or courses of instruction and training.
5. It should make provision to ensure, as far as practicable, equality of opportunity for all preparing for industrial, agricultural and housekeeping occupations, and for workers in such occupations.
6. It should be carried on in cordial co-operation with existing systems of education, and in such a way as to have the opportunity of the use of existing buildings, equipment and teaching staff so far as these may be suitable and available.<sup>17</sup>

The Commission envisaged a system of vocational instruction that would be responsive to local, provincial and Dominion needs. It would be accomplished through the use of advisory groups at each level of government for it was considered better to have a thousand men and women directly involved in the planning of programs than ten thousand implicitly doing what the Department directed.

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<sup>17</sup> Ibid, p. 21

Six advisory groups and administrative bodies were suggested.

1. Local urban industrial development boards which would have the responsibility of conducting courses and classes for the benefit of employed workers in the local community. These boards would administer the program and make recommendations for improvement to the provincial authority.
2. Local rural development boards which would fill the same function for the rural community as the urban board provided for the industrial community.
3. Provincial development councils responsible for the general supervision of all programs within the province and on the basis of the composition of the labour force and the current trends and need for skilled workers, the council would make recommendations to the provincial and dominion development commissions.
4. Provincial development commissions would be composed of experts whose services would be available to the local agencies in preparing, developing or operating programs. The members of this commission would be responsible for supervising and inspecting existing programs and administering all funds.
5. A dominion development conference was suggested to give overall supervision and direction to programs throughout Canada and to serve in an advisory capacity to the provincial and federal governments.
6. A dominion development commission would administer grants from the federal government and perform supervisory duties. Should central institutions be established their operation would be a responsibility of this commission.

With regard to the financing of vocational training the Commission recommended that financial support be provided on the basis of "interest

in the results and the ability to pay" and be shared by (a) individuals, corporations and associations; (b) the local committees such as town, city or country; (c) the province; and (d) the Dominion. No formula was presented as a basis for sharing.

The outcome of the study was the recommendation that the Dominion Government pay an annual grant of \$3,000,000 for the development of vocational education in Canada. Payments were to be directed towards

- (a) an adequate supply of teachers, instructors, demonstrators and executive officers;
- (b) establishment, maintenance or extension of classes, courses, schools or other institutions;
- (c) appliances or equipment for instructional purposes but not buildings, furniture or supplies;
- (d) the provision of scholarships to equalize opportunities;
- (e) the provision of experts whose services would be made available to provincial or local authorities;
- (f) the service of central institutions where required; and
- (g) the promotion of research and the dissemination of knowledge.

Before the report of the Commission was received, however, the Government of Canada embarked upon a policy of assisting the provinces in vocational education by proclaiming the Agricultural Aid Act in 1912, and the Agricultural Instruction Act in 1913.

A Technical and Art School in Hamilton was opened in 1909 and provided instruction for 40 day students as well as 150 at night. A building was equipped at a cost of \$100,000, with a forging department, electrical laboratory, a woodworking room, metal working room, household

science, drafting and printing departments, classrooms, and an art department.<sup>18</sup>

Day classes were provided in English, mathematics, science, woodworking, forging, machine shop practice, mechanical drawing, freehand drawing and electricity. In addition, special classes were offered in industrial designing, chinaware painting, clay modelling, cooking and dressmaking. Evening classes were conducted three times a week in mathematics, physics, chemistry, forging, experimental electricity, machine shop practice, woodworking, printing, mechanical drawing, architectural drawing, dressmaking, millinery, cooking and fine and applied art. Close liaison was maintained with local industry through visits to industry by students.<sup>19</sup>

Agricultural education in Saskatchewan at the elementary school level appeared mostly as nature study and school garden work while high school agriculture courses were practically non-existent. A few of the larger centres offered industrial classes at the elementary school level but except for commercial classes, little was offered in the high school. In 1915 the Saskatchewan Educational Commission recommended that such forms of instruction be encouraged.<sup>20</sup>

Foght<sup>21</sup> examined the school system in Saskatchewan and recommended, not specialized trade schools, but a good general education "shot through and through" with vocational considerations. In addition, part-time programs were recommended for Saskatchewan's urban centres.

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<sup>18</sup> Canada, Royal Commission on Industrial Training and Technical Education, pp. 2015-2018

<sup>19</sup> Seath, op. cit., p. 272

<sup>20</sup> Saskatchewan, Report of the Saskatchewan Educational Commission

<sup>21</sup> Foght, H. W., A Survey of Education, pp. 132-133

Manual training and domestic science began to appear in the schools of British Columbia about 1911<sup>22</sup> and evening technical classes were introduced soon after. Day technical classes were not introduced until a few years later.

Agricultural Instruction Act 1913

The Agricultural Instruction Act provided for the federal Department of Agriculture to pay to the provinces a total of \$10,000,000 over a ten-year period for the promotion and encouragement of agriculture in Canada.<sup>23</sup>

The Act provided for assistance on a sliding scale beginning with \$700,000 for the fiscal year ending 1914 and up to \$1,100,000 for the fiscal year ending 1918 and for the remainder of the Agreement. Unused allotments could be carried forward from year to year.

The money was apportioned and paid as follows:

- (a) up to \$20,000 per year for distribution among the colleges granting degrees in veterinary science in proportion to the number of students enrolled during the previous year;
- (b) twenty thousand dollars for each province each year;
- (c) the remainder was allotted to the province in proportion to the population during the last census.

Mr. C. C. James, the first Dominion Commissioner, relied upon three devices to unify the work done under the Act: first, an annual conference in Ottawa for federal and provincial officials; second,

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<sup>22</sup>British Columbia, Curricula of Public Schools, 1914

<sup>23</sup>This was preceded by the Agricultural Aid Act of 1912 which provided \$500,000 to be divided among the provinces but not necessarily for agricultural education.

inspection of the provincial work by federal officers; and third, an Agricultural Gazette to be published monthly at Ottawa and distributed free among interested individuals. It is interesting to note, however, that only one conference was held; a system of federal inspection was never set up except for casual visits to the provinces and the influence of the Agricultural Gazette was limited, to say the least.<sup>24</sup>

As Table 1 shows, more than \$11,000,000 was paid to the provinces during a twelve-year period.

Table 1. Payments to the provinces under the Agricultural Aid Act and Agricultural Instruction Act<sup>25</sup>

<u>Year</u>	<u>Amount</u>
1912-13	\$ 500,000
1913-14	700,000
1914-15	784,392
1915-16	885,130
1916-17	989,322
1917-18	1,053,311
1918-19	931,786
1919-20	1,301,747
1920-21	1,058,421
1921-22	1,104,570
1922-23	1,191,302
1923-24	<u>900,000</u>
	\$11,399,882

Note: Additional grants were made to New Brunswick and Nova Scotia to assist in the amortization of debts against school buildings.

<sup>24</sup> Maxwell, J. A., Federal Subsidies to the Provincial Governments in Canada, pp. 201-202

<sup>25</sup> Miller, J. C., National Government and Education in Federated Democracies, Dominion of Canada, p. 312

The early death of the first commissioner and the resignation of his successor left the program without a director for the last half of its life.

It must be noted that the Agricultural Instruction Act was the first of the major federal aid measures and therefore had no Canadian precedent upon which to draw. The diverse nature of the agricultural undertakings in the various provinces made even a simple plan difficult to prepare and carry out, and there is reason to believe that the provinces would have resented any attempt on the part of the Dominion Government to restrict or supervise the projects for which the money was spent. It is generally recognized that assistance under the Act was not used effectively.<sup>26</sup>

On April 7, 1914, the Ontario Association for the Promotion of Technical Education was organized.<sup>27</sup> The object of this association was to bring to the attention of the public the importance of industrial education in the industrial and educational development of Ontario, and to provide opportunity for the study and discussion of the various phases of the subject. Financial support of the association came from such organizations as the Canadian Manufacturers' Association, the District Trades and Labour Council, Trades and Labour Congress in Canada, Toronto Branch of the Council of Women, National Trade Workers' Association, and individual membership fees. The association made representations to the federal government to support technical education programs throughout Canada, and in 1915, a national convention was held in Toronto, with delegates from all across Canada in attendance. Resolutions relating to technical education were drawn up for consideration by provincial and federal governments.

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<sup>26</sup>Canada, Department of Labour, Vocational Education, p. 23; Maxwell, op. cit., p. 204

<sup>27</sup>"The Ontario Association for the Promotion of Technical Education", Training, Vol. 1, No. 1, January 1915, p. 5

On May 27, 1915 the new \$2,000,000 Toronto Technical School was handed over to the Toronto Board of Education by the builders. It provided both day and evening classes as follows:<sup>28</sup>

Day Classes:

- (a) General and special industrial classes, for boys and girls, extending over a three or four year period. During the last two years, fifty per cent of the time was devoted to practical shop work.
- (b) Matriculation courses extending over four years and meeting requirements for entrance to university.
- (c) Special short courses of a theoretical or practical nature.
- (d) Courses in fine and applied arts.

Evening Classes:

- (a) Industrial courses for those actually engaged in the trade or occupation.
- (b) Technical courses.
- (c) Art courses.
- (d) Domestic science courses.

Courses offered in this school included carpentry, bricklaying, masonry, concrete, terra cutta, plastering, decorating, plumbing, sanitary engineering, house painting, interior decorating, steam and gas engine, electrical, laboratories, foundry, forge room, cabinet making, furniture

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<sup>28</sup>"The Central Technical School Building", Training, July-August 1915, (pages not numbered)

design, type setting, press work, book binding, machine drawing and designing, architectural drawing and design, blueprinting, estimating, chemistry, metallurgy and electroplating.

For a detailed description of the building, equipment and furnishings, the reader is referred to the special souvenir bulletin published at the time of the official opening.

Training was conducted in at least 13 schools in Quebec during the school year 1918-1919. The largest of these, the Montreal School, enrolled 1374 students in basic and advanced freehand drawing, architectural drawing, mechanical drawing, lithography, modelling, sign painting and lettering, joinery and carpentry, solfreggio, dressmaking and millinery, and plumbing. Classes varied in length from a few months' duration to three years.<sup>29</sup>

By the close of the decade, legislation in support of technical and vocational education had been enacted by the federal government and most provincial governments. This legislation incorporated many of the recommendations of the early commissions.

Federal involvement in the field of education (a provincial responsibility under the British North America Act) was justified on the basis of (a) the need of an industrial nation for an adequate supply of skilled workers, (b) provision of equality of educational opportunity, and (c) the high cost to local and provincial authorities of providing adequate training programs and facilities. Since 1919, except for the period from 1929-1937, the federal government has played an increasingly important role in this field.

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<sup>29</sup>Canada, Department of Labour, Annual Report, 1919-1920 pp. 128-135

## SECTION II

### Pre-War Programs

The federal government has participated in and contributed to the financial support of vocational education since 1912. Figure 1 is a time chart showing the various federal acts, and agreements made under their authority, since 1912. Some, such as the Agricultural Aid Act, were operative for only one year while others remained in force for two or three decades. In 1950, for example, federal-provincial training programs were conducted under the authority of the Vocational Training Co-ordination Act and were implemented through the following agreements: Apprenticeship Training Agreement, Vocational Schools Assistance Agreement, Vocational Training Agreement, and the Vocational Correspondence Courses Agreement.

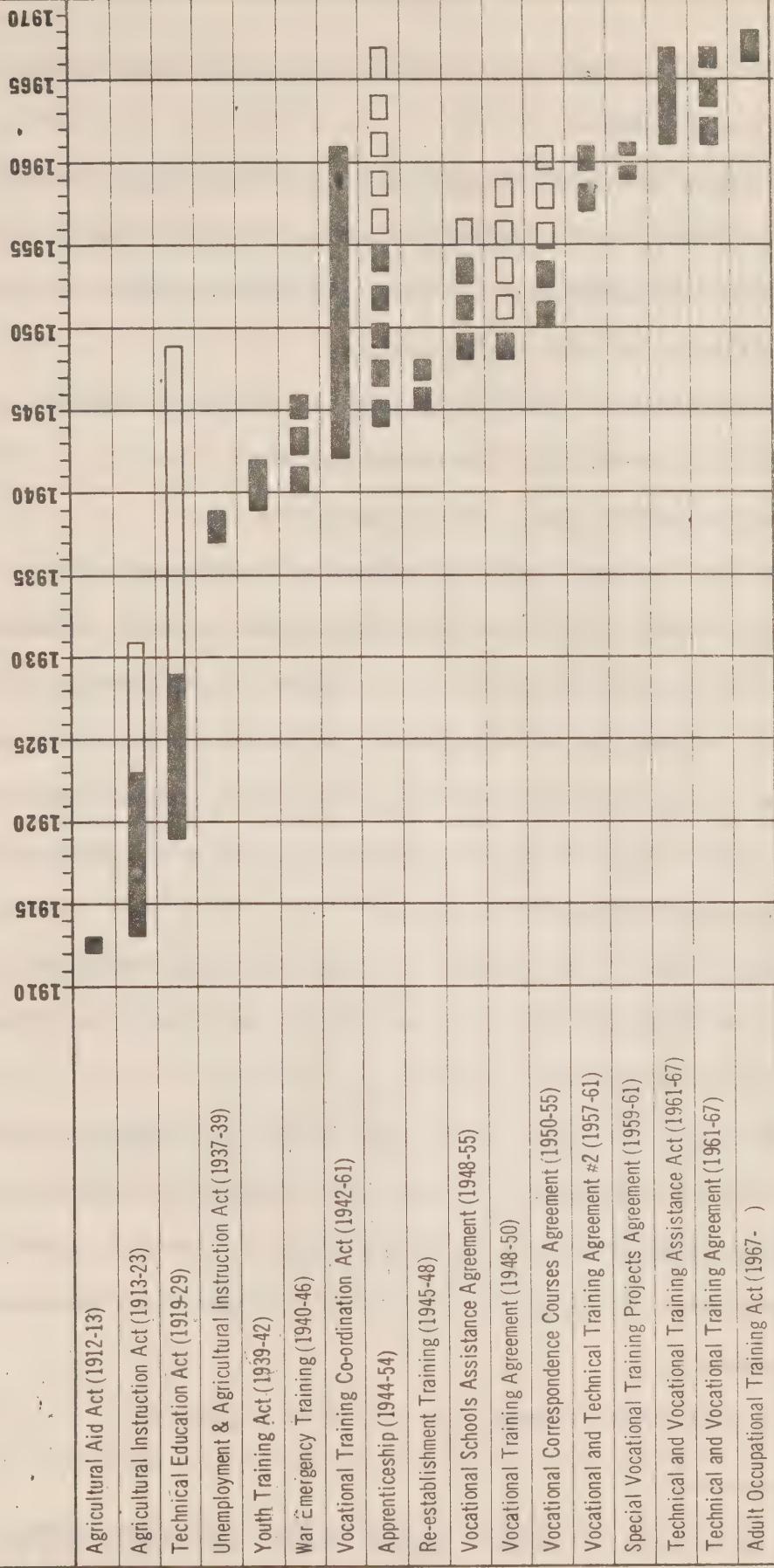
#### Technical Education Act

The Technical Education Act of 1919 clearly defined the responsibilities of the province and the Dominion and stipulated that the Dominion would share up to fifty per cent of the provincial expenditures for technical education.<sup>1</sup> The sum of ten million dollars was provided by the federal government over a ten-year period. Each province would receive an annual grant of \$20,000 and the remainder was allotted in proportion to population according to the following schedule. For the first year \$700,000; second year \$800,000; third year \$900,000; fourth year \$1,000,000; fifth and remaining years \$1,100,000 per year.

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<sup>1</sup>Canada, Technical Education Act, 1919

## FEDERAL ACTS AND REGULATIONS RELATING TO TECHNICAL AND VOCATIONAL EDUCATION



**Key:**

- Solid Bar = Act
- Hatched Bar = Extension to Act
- Light Bar = Agreement
- Open Box = Extension to Agreement

Notes: Dates given are for original acts or agreements only and do not include extensions.

The Act specified that financial assistance would be provided for the following uses:

- "1. Purchase or rental of land, buildings, furnishings and equipment.
2. Remuneration and travelling expenses of persons employed for the purpose of administration of vocational education and all expenses incidental to such administration.
3. Remuneration of teachers employed to conduct vocational classes.
4. Training of teachers for vocational work.
5. Maintenance of plant and equipment."<sup>2</sup>

The Act excluded technical education for persons under fourteen years of age, as well as courses of college grade, thereby eliminating assistance for elementary schools and technical or engineering colleges. Occupational instruction in religious or privately owned schools was also excluded as were projects already being supported under the Agricultural Instruction Act. Contrary to the suggestion of the Royal Commission, no grant was provided for manual training.

The policy of the Federal Department of Labour concerning its role under the Technical Education Act of 1919 was clearly and concisely set forth in its second annual report as follows:

1. To accept the work already done by each province and to co-operate with the provincial official in developing the system of education already established. By this procedure, the work in the various provinces may be gradually unified and placed on the most efficient basis.
2. To give advice freely, but only when solicited.

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<sup>2</sup>Canada, Department of Labour, Annual Report, 1919-1920, p. 146

3. To direct the attention of the provinces to the importance of training for citizenship as well as for employment.
4. To cultivate a spirit of goodwill and mutual confidence not only between the Department and the Province, but also between the provinces to the end that there may be a national co-operation in educational effort.
5. To ensure through every possible agency the continued sympathy and co-operation of our industrial labour organization.<sup>3</sup>

There is evidence to suggest, however, that some of the programs supported were not strictly vocational but the shortage of federal administrative officials made effective supervision difficult. Although the Federal Government had no authority to direct a province to offer a particular type of program, financial support could be withheld if a program did not meet the conditions set forth in the federal-provincial agreements.

The provinces agreed to furnish the Minister of Labour with (a) a detailed quarterly statement of financial expenditures; (b) an annual attendance statement showing teachers, enrolment and attendance; (c) plans and specifications of all new buildings or extensions; (d) details of new programs with estimated enrolment and (e) any other information as required.<sup>4</sup> Money could be claimed only after expenditures were made and Federal authorities had the right to examine, at all times, accommodation, textbooks, equipment, courses of study, discipline, qualifications of teachers, and all work carried out under the Agreement.

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<sup>3</sup> Canada, Department of Labour, Annual Report, 1920-1921, p. 100

<sup>4</sup> Canada, Department of Labour, "Form of Agreement", Vocational Education, Bulletin No. 30, p. 47

By March 31, 1929, only Ontario had used its entire allotment; however, both British Columbia and Quebec did likewise in the following year. Extensions to the life of the agreement in 1929, 1934, 1939 and 1944 and a broader interpretation allowed all provinces to claim their entire allotment, but Manitoba was unable to do so until 1948. During the first ten years nearly \$8,000,000 was claimed by the provinces.

TABLE I Summary of Payments under the Technical Education Act\*

Province	Amount Available	Amount Paid 1919-1929	Remainder
P.E.I.	\$ 198,187.86	\$ 71,665.79	\$ 126,522.07
N. S.	662,113.94	299,046.05	363,067.89
N. B.	512,461.28	405,692.68	106,768.60
Que.	2,569,655.33	2,444,353.18	125,302.15
Ont.	3,178,608.97	3,178,608.97	-
Man.	719,746.56	191,406.49	528,340.07
Sask.	847,620.91	152,565.92	695,054.99
Alta.	678,524.40	656,744.58	21,779.82
B. C.	633,080.55	564,516.82	68,563.73
Totals	10,000,000.00	7,964,600.48	2,035,399.52

\* Canada, Department of Labour, Vocational Education, Bulletin No. 30, October 1929, p. 42

Examination of the number of centres in which occupational training was provided reveals a striking increase during the period from 1920 to 1929. In 1920, 32 municipalities offered day classes and 97 offered evening classes.

TABLE II Number of Municipalities in Canada Offering Vocational Training, 1919-1929\*

YEAR	<u>NUMBER OF MUNICIPALITIES</u>	
	Day	Evening
1919-1920	32	97
1920-1921	45	149
1921-1922	54	167
1922-1923	54	156
1923-1924	58	156
1924-1925	65	156
1925-1926	72	166
1926-1927	78	170
1927-1928	86	184
1928-1929	89	192

\*Canada, Department of Labour, Vocational Education, Bulletin No. 30, October 1929, p. 42

As Table II shows, during the ten-year period the number of municipalities offering day classes had nearly tripled while the number offering evening classes almost doubled. In addition, the number of centres offering training remained high despite the fact that federal financial assistance was expected to terminate in 1929. A classification according to type is not available although most day school programs were for high school students.

The increase in student places during the same period can be seen from Table III.

TABLE III Vocational Enrolments in Canada, 1919-1929\*

Year	Day	Evening	Correspondence	Total
1919-1920	8,512	51,827	207	60,546
1920-1921	11,683	44,441	620	56,744
1921-1922	13,583	46,219	2,154	61,961
1922-1923	16,242	53,080	978	70,300
1923-1924	20,527	57,986	1,316	79,829
1924-1925	24,137	62,249	1,638	88,024
1925-1926	29,010	57,706	1,396	88,961
1926-1927	34,703	60,313	1,666	96,682
1927-1928	40,961	66,367	1,680	109,008
1928-1929	45,617	73,877	1,447	121,252

\* Canada, Department of Labour, Vocational Education,  
Bulletin No. 30, October 1929, p. 42

Nova Scotia had a long history of operating evening vocational courses and this continued to be the program which was emphasized during receipt of federal financial assistance. In 1920, for example, three types of courses were offered.<sup>5</sup>

- (a) College short courses of approximately two months each were offered during slack seasons. These courses, for which there were no fixed educational standards for admission, usually

<sup>5</sup>Canada, Department of Labour, Annual Report, 1919-1920, pp. 141-142

consisted of formal classroom work each morning and field or laboratory work in the afternoon. Courses offered included: land surveying, steam engineering, marine engineering, colliery engineering, architectural drafting and design, machine drafting and design, structural steel drafting, advanced automobile repairs, metallurgy, of steel, technical, chemical analysis, and assaying.

- (b) An extensive correspondence course division was established with a staff of part-time instructors. Sixty-four correspondence courses were available which included 15 in business; 3 drafting courses; 30 industrial courses; 6 in domestic science; and a number of college preparatory courses.
- (c) Industrial continuation courses usually operated two or three evenings per week for two hours each. Because of the importance of the coal mining industry, it is not surprising that courses for miners and mine engineers were quite popular. A program of courses covering a three to four year period usually included mining regulations and methods of work, ventilating, surveying, geology, electricity, first aid, mechanics, steam boilers, steam engines, pumps, air compressors, steam power plant operation and mechanical drawing.

The first school in New Brunswick to offer day vocational classes was the Carleton County Vocational School which conducted both day and evening classes in 1919 in commercial, homemaking, mechanics, and agriculture. Agricultural students spent six months doing supervised

practical work on the farm and six months in school where they studied farm carpentry, blacksmithing, cement work, motor mechanics, farm book-keeping, and public speaking. The Saint John Vocational School was opened in 1926 and a number of composite schools were established which offered four programs: (a) academic, (b) commercial, (c) industrial, and (d) home economics.

As early as 1919 New Brunswick began using itinerant teachers who travelled throughout the province offering short, intensive courses to fishermen, auto mechanics and farmers in subjects as, gas engines, automotive electricity, oxy-acetylene welding and the storage battery.<sup>6</sup>

Because of the fact that Quebec was without a Director of Technical Education for a number of years, reports on progress were scanty or non-existent for some years after federal support was first instituted.<sup>7</sup> In 1926, however, a printing department was opened at the Montreal Technical School and instruction was provided in hand composition.

In addition to offering the regular three or four year technical courses in such occupations as: foundry work, machine shop, woodworking, automotive repair and electricity, during the 1926-27 school year a new course, the Trade's School course, was established for those individuals who were not suited to the work of the technical program. This two-year course emphasized practical shop work and was first introduced in tool-making, pattern making, carpentry, cabinet making, machine shop, foundry

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<sup>6</sup>New Brunswick, Report of the New Brunswick Vocational Education Board, 1919-1920, pp. 5-7; 1920-21, p. 8; 1921-22, p. 10; 1922-23, p. 16; 1923-24, pp. 21-22

<sup>7</sup>Canada, Department of Labour, Annual Report, 1920-1921, p. 110

and blacksmithing. At the beginning of his first year, each boy spent two weeks in the machine shop, woodworking, foundry and blacksmithing before deciding the area in which he wanted to be trained.

The Province of Ontario, unlike other provinces, gave most of its attention to the establishment of day vocational programs and by 1922 had developed a number of schools and departments which were classified as:

- (a) Industrial schools to provide general education and special training to boys and girls preparing to enter industry;
- (b) homemaking schools to provide girls with a general education and instruction in the art of homemaking;
- (c) art schools to provide training for those who wished instruction in fine or applied arts;
- (d) technical high schools to provide training for those going to advanced training or seeking junior executive or technical positions in industry;
- (e) commercial high schools to provide a general education as well as instruction in various business subjects; and
- (f) agricultural high schools for boys who wanted to enter farming.

Special classes in steam engineering, electricity, mining and navigation were established in suitable localities.

No attempt was made to organize vocational classes in Saskatchewan prior to the receipt of federal financial assistance in 1919. By 1920, however, day vocational classes were conducted in Regina, Weyburn, Moose Jaw and Yorkton.

Since agriculture was the chief occupation in Saskatchewan, many courses relating to it were conducted throughout the province. These were not reported, however, since they did not come within the terms of the Technical Education Act.

Alberta undertook both day and evening vocational classes from the beginning of the federal-provincial agreement and by 1921-22, had four commercial high schools, two technical schools, one provincial institute of technology and art, three part-time schools, two correspondence classes, fourteen coal mining schools, four steam engineering schools, four sewing and dressmaking schools, and eight business English and arithmetic schools.

The Provincial Institute of Technology and Art which was founded in 1916<sup>8</sup> was used until 1920 for the retraining of soldiers.

Pre-vocational schools were operated in Edmonton and Calgary. The purposes of the program were to:

- (a) stimulate the students;
- (b) reduce drop-outs;
- (c) provide vocational guidance;
- (d) provide vocational training; and
- (e) continue general education.

In British Columbia federal funds were used to support the three-year courses which had been in operation at a number of centres for some time.<sup>9</sup>

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<sup>8</sup>Department of Labour, Annual Report, 1920-21, p. 118

<sup>9</sup>Department of Labour, Annual Report, 1919-1920, pp. 109-110

An examination of annual reports by individual provinces for projects undertaken with the aid of federal financial assistance, leaves no doubt that programs and courses provided during the period from 1920-1930 depended to a large extent on the availability of federal funds.<sup>10</sup> When federal allotments were exhausted programs were usually curtailed.

After 1929 provinces receiving financial assistance continued to report progress and although little new was undertaken, those programs already undertaken were continued sometimes at a reduced rate. Manitoba witnessed an increased enrolment among adults and high school students in correspondence instruction. Ontario provided assistance to allow for vocational expansion into the less heavily populated areas. Enrolments in day and evening classes rose and new day school programs were organized in Saskatoon and Moose Jaw. A number of provinces strengthened their apprenticeship training program through closer co-operation with industry. In Quebec, the technical course was lengthened to four years and the exploratory program during the first year was lengthened. Additional programs provided the larger urban centres included a two-year trade course with admission after Grade 8, apprenticeship courses, auto mechanics courses and evening classes. Twelve evening school centres offered instruction in drawing, mathematics, woodworking and other trades. In

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<sup>10</sup>Canada, Department of Labour, Vocational Education, Bulletin No. 30 October 1929, pp. 15, 23, 25, 31, 36; Canada, Department of Labour Annual Report, 1927-28, pp. 155, 184; Ibid, 1929-1930, pp. 152, 154, 174; Ibid, 1930-31, pp. 121, 132

Lachine, Chicoutimi, Grand'Mere, Port Alfred and La Tuque facilities for woodworking, metal working and drawing were added to their primary schools.<sup>11</sup>

For a complete picture of the growth of the Provincial Institute of Technology and Art in Calgary, the reader is referred to the recent study by Simon.<sup>12</sup>

#### Vocational Education Act

The Vocational Education Act, which was assented to on August 3, 1931<sup>13</sup> provided the sum of \$750,000 per year for fifteen years to be distributed on the basis of population for the purpose of promoting vocational education throughout Canada. The terms of the Act were very general and vocational education itself was not defined nor did the Act identify the types or levels of programs that would receive Dominion support. The Minister of Labour was given broad authority in interpreting the Act and administering programs arising from it. It was never proclaimed and, therefore, no funds were spent under it. In 1942, it was repealed by the Vocational Training Co-ordination Act.<sup>14</sup>

#### Employment and Agricultural Assistance Act

Throughout 1936 and 1937 an intensive and extensive study of training and work schemes for unemployed youth was undertaken by the Youth Training Committee of the National Employment Commission. As a

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<sup>11</sup>David L. Athanase, "Educational Institutions of Quebec", Quebec, June 1934, pp. 67-68

<sup>12</sup>Simon, Frank, History of the Alberta Provincial Institute of Technology and Art, 351 pp.

<sup>13</sup>Canada, Vocational Education Act, 1931

<sup>14</sup>Canada, Vocational Training Co-ordination Act, 1942

result of extensive reading and visits or interviews with over 200 persons, clubs or associations, a report was prepared outlining training schemes, work projects, and the necessary administrative organizations for implementing the recommendations.<sup>15</sup> Their recommendations included the establishment of the National Volunteer Forest Services, National Volunteer Aviation Service, Young Men's Training Centres, and employment projects in mining and agriculture. The report stressed the importance of "a continuing policy" and adequate counselling, guidance and placement services.

The Unemployment and Agricultural Assistance Act of 1937,<sup>16</sup> based on the above report, appropriated the sum of \$1,000,000 for the training of men and women between the ages of 18 and 30 years who were unemployed and registered with the Employment Service of Canada. Grants were made by the Governor General in Council and were not necessarily on the basis of population distribution, however, they required the province to expend an equal amount.

Agreements were signed with provincial governments and provided assistance for such things as:

1. Allowances to trainees to enable them to take courses away from their own homes.
2. Travelling expenses for trainees, instructors and supervisory personnel.

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<sup>15</sup>Canada, Report of the Youth Employment Committee, 12 pp.

<sup>16</sup>Canada, Unemployment and Agricultural Assistance Act, 1937

3. The appointment of supervisors of projects, placement officers, vocational guidance officers, class instructors and teachers.
4. Compensation for accidents.
5. Medical aid in camps or boarding residences.
6. Provision of equipment, machinery, materials, supplies.
7. Printing, advertising, publicity.
8. Provision of organized recreation, physical education, instruction in health, citizenship, etc.
9. Rentals of buildings for class accommodation.
10. Training wages in forestry and mining projects.<sup>17</sup>

The Dominion would not contribute towards the cost of administration, land, buildings, equipment, taxes, license fees, permits, legal fees, advisory and consulting fees or office supplies.

Forestry training was undertaken in five provinces and included class instruction in first aid, surveying, use and care of equipment, fire prevention and control, identification of trees, forest parasites, health, cultural subjects and camp cookery. Practical work consisted of construction of telephone lines, lookout towers, roads and trails, and fire guards; the cutting of firewood, planting of seedlings, and fighting of fires. Nearly 2,000 individuals underwent training in forestry.

Mine training was provided in five provinces. In Nova Scotia and Quebec, trainees operated government-owned mines as part of their

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<sup>17</sup> Canada, Youth Training Agreement, 1937, p. 1 (not published)

training project. In other provinces, most of the training involved prospecting, geological surveying, and technical or clerical instruction.

Learnership and apprenticeship courses were undertaken in Nova Scotia, Ontario, Manitoba and Alberta. Young persons undertook formal training together with, or followed by, a period of on-the-job instruction. In a number of provinces, employers were paid for their work in giving the instruction.

Home service training schools were established in all provinces except Prince Edward Island. These schools, which enrolled over 1,700 young women during the first year, provided theoretical and practical instruction in home service work.

Occupational training for men, under the close supervision of a local advisory body, provided instruction in a wide variety of occupations. Thirty to forty hours of instruction were given each week for periods varying in length from two to six months. Special placement officers attempted to secure employment for trainees.

Physical education and recreation projects were conducted in over 200 centres in British Columbia, Alberta and Manitoba in 1938-39. Instruction included sports, dancing, health, first aid and citizenship.

Rural courses for men and women were provided in all provinces and varied from short courses of 60 hours' duration to full-time classes lasting for six months. Women's courses usually centered around cooking,

sewing and home handicrafts. Men's courses generally emphasized knowledge and skill required by farmers in a number of provinces and included farm apprenticeship. Instruction in fish processing was carried on in Prince Edward Island. Other courses offered under this legislation included home and convalescent aid, waitress training, special home services (dinners, teas, and parties) and leadership.

Special emphasis was attached to locating suitable employment for those who had undertaken training. In addition to utilizing the regular facilities of the Employment Service of Canada, by 1940, 42 full-time and 9 part-time staff members were added to the staff. Instructors also provided assistance in locating placement opportunities and many individuals found employment on their own initiative or became self-employed. In the Fort William Vocational School approximately 85 per cent of the students completing the training program obtained work in occupations related to their training.

Early in 1939 classes were established in British Columbia, Alberta, Saskatchewan, Manitoba, Ontario and New Brunswick to train wireless operators, aero-engine fitters, mechanical transport workers, air frame mechanics and electricians for the RCAF. The trainees, with either Grade 11 or 12 education, enlisted in the RCAF following completion of their training program. The RCAF lent the equipment and prepared the outline to be followed. These classes were later to become part of the War Emergency Training Program and were expanded to include such new occupations as radio repairmen, driver mechanics, instrument makers, plumbers, cooks, welders and clerks for all branches of the armed forces.

During the period from 1937 to 1942, the federal government contributed nearly \$3,500,000 towards youth training programs.

#### National Forestry Program

The belief that forestry projects were worthwhile as a means for providing training and work projects is evidenced by the study undertaken in 1935 by Newton - White<sup>18</sup> and the strong emphasis on it in the Youth Employment Committee Report.<sup>19</sup> It is not surprising, therefore, that a separate forestry program was inaugurated in 1939.<sup>20</sup>

Parliament appropriated \$1,000,000 for the forestry programs in 1939, of which \$415,000 was turned over to the Department of Mines and Resources for projects to be carried on entirely at the expense of the Dominion Government. During the second and final year of the program, only \$460,000 was appropriated, thereby reducing the number of trainees involved.

Trainees participated in class instruction; physical education and recreation; clearing, construction and maintenance of roads, trails, boundaries and telephone lines; cutting of pulpwood, pit props, fuelwood and telephone poles; building of fireguards, docks, dams, bridges, culverts, towers, camp sites, fireplaces, and fences; and the general operation and conservation activities of forest stations.

Nearly \$300,000, in addition to that spent directly by the Department of Mines and Resources, was claimed by the provinces in addition to federal training programs for forestry training during the year 1939-40. Trainees

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<sup>18</sup> Newton - White, E. Forestry as a Measure of Unemployment Relief, 80 pp. (not published)

<sup>19</sup> Canada, Report of the Youth Employment Committee, p. 18

<sup>20</sup> Canada, Department of Labour, Review of the Dominion-Provincial Youth Training Programme and the National Forestry Programme, 1939-40, pp. 18-24

were provided with allowances (about \$1.00 per day plus board and lodging), half the cost of a uniform, and free medical services. Activities undertaken were similar to those of the forestry program under the Youth Training Agreement.

Under the provincially operated programs the normal week was of 44 hours' duration of which about 4 hours were devoted to class instruction in such things as: general forestry operations; wood craft; care and use of tools and equipment; radio operation; general education subjects; life saving; first aid; citizenship; health; swimming and cooking. Camps of approximately 30 trainees each were established and projects similar to those on the Dominion forest stations were undertaken. In other cases, individual trainees were assigned to work with a forest ranger.

### SECTION III

#### Wartime and Post-War Developments

As war clouds appeared on the horizon, increasing emphasis was placed on training and work programs for youth. With the onset of hostilities, programs were diverted to meet the needs for trained personnel, especially in the armed forces and in defence industries. New and broader legislation was required and was introduced. This legislation provided the authority to operate and share in training programs, not only during war years, but for nearly two decades thereafter.

#### War Emergency Training

In September 1940, War Emergency Training was undertaken and a special schedule (Schedule K) was attached to the Youth Training Agreement to provide training for individuals for skilled or semi-skilled workers in war industries and the Armed Forces.<sup>1</sup> This schedule applied to all of the provinces except Prince Edward Island.

The War Emergency Training Program was conducted at federal expense under the authority of the War Measures Act and covered the entire cost of such things as salaries of teachers and instructors, providing that they were engaged full time; the cost of allowances and travelling expenses of trainees; material and supplies; and tools, provided that the tools remained available to the federal government. In addition, breakage of machinery, accident protection, rental of equipment, half the cost of new

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<sup>1</sup> Canada, Order in Council P.C. 4506, September 11, 1940

equipment, extra cost to the school for light and power, and any additional costs directly attributable to this program were included. Later clerical and secretarial assistance and certain office equipment were considered shareable expenditures.

Trainees received from four to five hundred hours of intensive occupational instruction. Training was carried out in classes at technical schools, universities, industrial establishments or other centres for both men and women who were sixteen years of age or older and who wanted to enter or were already in war industries. Close liaison was established between schools and the local industries for which training was given.

Approximately \$24,000,000 was expended under the War Emergency Training Program. Table 1 shows that most of the money was spent for salaries of instructors and supervisors and for allowances to trainees.

Table 1. Approximate Expenditures under the Dominion-Provincial War Emergency Training Program, 1940 - 1946\*

Allowance to Trainees	\$ 9,514,059
Salaries of Instructors and Supervisors	9,330,413
Materials, Supplies, Hand Tools	2,010,397
Travelling Expenses	241,347
Machinery and Equipment	641,636
Alterations to Buildings	334,515
Operating Costs of Schools	1,365,325
Regional Administrators	385,448
TOTAL	\$ 23,823,140

\* CVT, Annual Report, 1945-46, p. 10

Training was provided for over 180,000 individuals in war industries and over 120,000 persons in the armed forces (see Table 2). The program, which had its largest enrolments during 1942 and 1943, terminated on March 31, 1946.

Table 2. War Emergency Training Enrolments\*

	1940-1	1941-2	1942-3	1943-4	1944-5	1945-6	Total
Industry	24,247	34,942	61,242	45,793	14,226	1,283	181,733
Service	9,162	28,826	35,041	39,124	9,954	1,592	123,699

\* CVT, Enrolments, Annual and Cumulative, not published

Training programs for the army were provided for blacksmiths, bricklayers, carpenters, cooks, coppersmiths, draftsmen, electricians, fitters, instrument makers, motor and driver mechanics, plumbers, radio repairmen, tinsmiths and welders. For the RCAF, training was given for aero-engine mechanics, air frame mechanics, radio mechanics, clerks, wireless operators, wireless repairmen, electricians, instrument mechanics, carpenters and metal workers. In addition, pre-aircrew training of an academic nature was provided. Bench fitters, radio technicians and engine room mechanics were trained for the navy. Although this program operated on a greatly reduced scale following the close of the war, it continued to provide skilled tradesmen, under Schedule K-1, throughout the life of the Act.

Under the War Emergency Training Program, provision was made for the federal government to carry the cost of training programs in industry on condition that the company provide: (a) adequate training facilities,

(b) full-time instructors, (c) training equipment and supplies, (d) suitable courses of study. Salaries of instructors and allowances to trainees were provided by the federal government, provided the above conditions were met and the company agreed to accept supervision. In one project under this program, men from the aircraft industry were sent to California for advanced training in aircraft production.

The training of foremen and supervisors received additional emphasis during the year 1942-43 with the institution of a number of five-day "J" type courses. During the year Job Instruction Training was provided for over 17,000 persons, Job Relations Training to nearly 4,000 and Job Methods Training to 12 people. Later, this training was made available to federal government employees and Job Safety Training was added.

By 1951 the necessity for training programs for defence industries resulted in the re-introduction of Schedule K-2 and the organization of classes in aircraft sheet metal work, machine shop practice, machine tool operation, welding and drafting. By 1955, the only class in operation was one in British Columbia for welders in the ship building industry. This apparently was the last class conducted under this schedule.

#### Vocational Training Co-ordination Act

In 1942 a new piece of enabling legislation called, appropriately enough, the Vocational Training Co-ordination Act, came into existence.<sup>2</sup> This Act provided for the continuation of projects begun under the Youth Training Act of 1939, the training of individuals in war industries and the armed forces, the training of war veterans, the unemployed, persons involved

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<sup>2</sup>Canada, Vocational Training Co-ordination Act, 1942

in conservation and development of natural resources, apprentices, supervisors in industry, and for the promotion of research and dissemination of information. In addition, vocational training at a level equivalent to the secondary school level was encouraged.

The Act provided for the establishment of a Vocational Training Advisory Council to advise the Minister of Labour on matters relating to vocational education. The first Council was appointed on December 1, 1942 and was composed of 16 members representing employers, employees, technical education, women's organizations, agriculture, war veterans and adult education. Since then, additional members have been added although the wide representation has been retained. Council members received no pay although travelling and living expenses are provided while Council is in session and while members are engaged in the work of Council away from home. The Council met twice yearly and was under the chairmanship of Dr. G. Fred McNally for a period of 25 years.

The provisions of the Vocational Training Co-ordination Act were implemented by federal-provincial agreements, a number of which were signed during the 18 years in which the Act was in force. A brief description of each agreement follows:

#### Apprentice Training Agreement

Although apprenticeship as a technique for developing occupational competence was actively discussed and urged as part of the national vocational training program in the early 1920's,<sup>3</sup> provincial apprenticeship legislation was slow to evolve and federal-provincial apprentice training agreements did not emerge until 1944.<sup>4</sup> The first agreements were for a

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<sup>3</sup> Canada, Department of Labour, Vocational Education, Bulletins 4,7,16 and 22

<sup>4</sup> Canada, Department of Labour, Apprenticeship Training Agreement, April 1, 1944 to March 31, 1954

ten-year period and required each participating province to have a suitable apprenticeship act. As a result of this requirement, new apprenticeship legislation was enacted in New Brunswick, Manitoba, Saskatchewan and Alberta. All apprentices undertaking training were to be registered by a provincial authority, and were to be under a written indenture of apprenticeship. Apprentices could be indentured to an individual employer, an industry, or to other responsible organizations, and upon the completion of training received a provincial certificate. All normal instructional, administrative and supervisory costs were shared by the provincial and federal governments. In 1954, the apprenticeship agreement was renewed for another ten-year period and is now in effect with all provinces except Quebec.<sup>5</sup>

An examination of enrolment in apprenticeship training (Table 3) shows a steady growth from 412 registered apprentices in 1944-45 to more than 14,000 in 1960. Major increases in enrolment occurred in 1945 and 1957 which parallel the dates on which new federal-provincial training agreements became effective.

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<sup>5</sup> Apprenticeship agreements were signed with the provinces as follows:

- 1944 Nova Scotia, New Brunswick, Ontario
- 1953 Manitoba, Saskatchewan, Alberta, British Columbia
- 1954 Newfoundland, Northwest Territories
- 1962 Prince Edward Island

Table 3. Annual Enrolment in Apprentice Training Program 1944-1961\*

<u>Year</u>	<u>Enrolment</u>
1944-45	412
1945-46	2,828
1946-47	3,441
1947-48	3,625
1948-49	4,086
1949-50	4,845
1950-51	5,286
1951-52	5,892
1952-53	6,973
1953-54	7,867
1954-55	8,611
1955-56	9,297
1956-57	9,928
1957-58	12,928
1958-59	14,729
1959-60	13,426
1960-61	14,488
TOTAL	128,662

\*CVT, Enrolments: Annual and Cumulative, not published

The federal government's share for apprenticeship training for the first year 1944-45 was slightly over \$6,000 whereas for the fiscal year ending March 31, 1961, over \$1,600,000 was paid by the federal government in support of apprentice training. Increased expenditures parallel increased enrolments and coincide with the signing of federal-provincial training agreements.

Table 4. Annual Federal Expenditures for Apprentice Training\*

<u>Year</u>	<u>Amount</u>
1944-45	\$ 6,474.75
1945-46	43,053.31
1946-47	119,745.43
1947-48	112,650.61
1948-49	254,758.12
1949-50	399,124.71
1950-51	427,387.12
1951-52	493,954.18
1952-53	774,421.02
1953-54	753,157.89
1954-55	838,858.17
1955-56	891,198.40
1956-57	1,033,979.39
1957-58	1,331,747.59
1958-59	1,674,591.44
1959-60	1,790,496.80
1960-61	1,638,046.79
TOTAL	\$ 12,583,645.72

\* CTV, Federal Expenditures, not published

For a more detailed study of the history and status of apprenticeship in Canada, the reader is referred to the following pamphlets which were published by the Federal Department of Labour: Apprenticeship in Canada, A Modern System of Apprenticeship, The Quebec Answer to Apprenticeship, and Apprenticeship in Manufacturing.

Re-establishment Training Agreement

Re-establishment Training Agreements were signed with all provinces in 1945, although discharged members of the armed forces were provided with training as early as 1941. The entire cost of veterans training, as well as the necessary counselling and supervision, was borne by Veterans Affairs. Training courses were organized and operated by the Department of Labour through the Vocational Training Branch.

Table 5. Enrolment under the Veterans Re-Establishment Training Agreement, 1943 - 1948\*

1943-1944	2,058
1944-1945	6,014
1945-1946	49,270
1946-1947	61,212
1947-1948	15,294
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TOTAL	133,848

Training was provided for 133,848 veterans between 1943 and 1948 at which date, because of small enrolment, Re-establishment Training Agreements were terminated. In many cases, the provinces took over the veterans' training centres at that time and used them for provincial training programs. After April 1, 1948, the training of veterans was consolidated, as Schedule L of the federal-provincial Vocational Training Agreement.

Although discharged members of the armed forces were provided with training as early as 1941, this program did not involve large numbers of trainees until the period from 1944 to 1948.

Pre-matriculation classes were provided to allow ex-service personnel to reach university entrance level in those subjects lacking in their previous educational program. New classes were started every two to four weeks and schools operated on a 12-month basis. Classes were established in every occupation for which there was a demand for training. Between 1946 and 1948 training for veterans was provided in approximately 100 private trade schools, 200 private business colleges, 60 municipal or provincial institutions and 75 special veterans training centres. In addition, many veterans enrolled in correspondence courses or the regular apprentice training program.

Vocational Schools Assistance Agreement

Upon the recommendations of the National Advisory Council, further provisions of the Vocational Training Co-ordination Act were implemented by the Vocational Schools Assistance Agreement which was signed with each of the provinces in 1945. Assistance under this agreement was provided under the authority of the War Measures Act in order to override two restrictions, namely: (a) the province and the Dominion must share equally; and (b) the project could not become effective until after the close of the war.<sup>6</sup>

The agreement covered a ten-year period and provided financial assistance for vocational training at the secondary school level but not exclusively in secondary schools. The money was allotted as follows: (a) an outright annual grant of \$10,000 for each province during the life of the agreement; (b) annual grant of \$1,910,000 for the ten-year period, to be allotted among the provinces in proportion to the number of young people in the 15 to 19 year age group; (this money to be matched by the province); (c) \$10,000,000 for capital expenditures to be allotted among

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<sup>6</sup>Order in Council, P.C. 1648, March 8, 1945

the provinces on the basis of the proportion of young people in the 15-19 year age group. Projects under the \$10,000,000 grant had to be approved before March 31, 1948 and depended upon the province spending an equal amount. Twenty-five per cent of this grant was earmarked for equipment.

Federal financial assistance was not available for courses in Grade 9 or below, unless (in Grade 9) 50% of the time was devoted to vocational subjects. University courses, manual training and other general or pre-vocational courses were excluded but post-secondary technical education courses were considered shareable.

The Order-in-Council stipulated that the agreement include a clause adequately protecting provincial autonomy in the field of education and in the control and administration of vocational schools.

The annual grant to the provinces was available for administrative and supervisory staff, teachers, guidance workers, the training of teachers, maintenance and repair of equipment, preparation of vocational correspondence courses, machinery, equipment, hand tools, supplies, materials, and bursaries for students attending vocational schools.

Table 6. Federal Financial Assistance To Provinces under Vocational Schools Assistance Agreement, 1945 - 1957\*

	Annual Allotment \$	Capital Assistance \$	Total \$
Nfld.	434,945.23	292,250.00	727,195.23
P.E.I.	298,092.33	81,999.99	380,092.32
N.S.	974,380.48	446,358.59	1,420,739.07
N.B.	1,086,799.34	433,000.00	1,519,799.34
Que.	7,460,262.44	3,139,400.00	10,599,662.44
Ont.	7,110,500.00	2,807,685.93	9,918,185.93
Man.	1,047,699.24	449,407.78	1,497,107.02
Sask.	1,593,859.40	857,563.48	2,451,422.88
Alta.	1,689,390.37	700,200.00	2,389,590.37
B.C.	1,542,429.54	595,399.99	2,137,829.53
N.W.T.	13,265.94	-	13,265.94
Y.T.	4,673.15	2,586.82	7,259.97
TOTALS	23,256,297.46	9,805,852.58	33,062,150.04

\*CVT, Federal Expenditures, not published

Under this agreement, approximately \$33,000,000 was claimed by the provinces in support of their vocational training programs. Nearly one-third of this was used to provide improved facilities and the remainder was used for operating expenditures and allowances to trainees. This agreement was later extended to 1957.

Composite schools, which were favoured in New Brunswick, Manitoba, Saskatchewan and British Columbia, usually offered the following vocational programs: industrial, technical, commercial or business, home economics and agriculture. The program, usually of three years' duration, often required enrollees to follow the same course as other students in English, social studies, health and science.

Vocational high schools, on the other hand, offered programs which were orientated more specifically toward occupational preparation and with less emphasis on the academic subjects. A number of schools, such as the Central High School of Commerce in Hamilton, Central Technical School and Danforth Technical Schools in Toronto, Westdale Secondary School and the F. R. Close School in Hamilton, operated co-operative training schemes whereby the student spent part time in business or industry. Arrangements varied from school to school, but students were released from regular class for a half-day, a full day or a full week at a time for practical work experience for which some students received pay.

#### Vocational Training Agreement

The Vocational Training Agreement in 1948 was an attempt to consolidate many of the existing schedules under one agreement. It provided for the federal government to share in the costs of training the following groups and at the following levels of federal participation:

Division A - Veterans	100% of provincial costs
" B - Unemployed	50% " " "
" C - Youth	50% " " "
" D - Foremen and Supervisors	50% " " "

This agreement was later revised to include tradesmen in the armed services, workers in defence industries, and disabled persons for which the share of training expenditures was 100%, 75% and 50% respectively.

#### Vocational Correspondence Courses Agreement

In 1950, an agreement on vocational correspondence courses was signed with the provinces. The sum of \$125,000 was allotted for the five-year period ending March 31, 1955. The cost of preparing and printing correspondence courses was shareable by the federal government provided

that these courses were made available to residents of other provinces for the same fee as was paid in the province in which the course originated. An interprovincial correspondence course committee was appointed to advise on the needs for vocational correspondence courses throughout Canada. From its inception until March 31, 1961, \$94,920.65 was paid in support of this program. This service is still being provided to all provinces.

Vocational and Technical Training Agreement No. 2

The Vocational and Technical Training Agreement No. 2 provided the sum of \$40,000,000 for vocational and technical training during the five-year period; from 1957 to 1962; \$25,000,000 was allocated for capital expenditures and the remaining \$15,000,000 was provided in annual allotments ranging from \$2 $\frac{1}{2}$  million in each of the first two years to \$3 $\frac{1}{2}$  million each of the last two years. The money was allocated to the provinces as follows:

- (1) An initial allotment of \$30,000 to each province and \$20,000 to each of the Northwest Territories and the Yukon;
- (2) The balance was allotted on the basis of the number of individuals in the 15 to 19 year age group;
- (3) The province's share must equal the contribution of the federal government.

Special attention was given to the development of trade and occupational training courses and centres as well as training programs at the advanced technical level.<sup>7</sup>

This agreement was the first to set forth the principle of providing a minimum or maximum allocation of money; for example, not more than 50% of the annual allotment was available for buildings and equipment; not more than 70% of the annual allotment was available for the operational costs of

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<sup>7</sup>Canada, Vocational and Technical Training Agreement No. 2, p. 3

vocational or composite high schools; at least 10% of the annual allotment was for advanced technical training or trade and occupational training; and at least 2% of the annual allotment was for trades and technical teacher training.

Most regular expenditures incurred in operating a vocational program were shareable by the federal government.

Table 7. Total Expenditures under Vocational and Technical Training Agreement No. 2, 1957-1961

Province	Annual Allotment \$	Capital Assistance \$	Total \$
Nfld.	369,287.40	-	369,287.40
P.E.I.	138,321.53	156,506.74	294,828.27
N.S.	606,921.51	21,980.54	628,902.05
N.B.	530,500.00	678,989.76	1,209,489.76
Que.	-	-	-
Ont.	3,082,786.00	4,018,307.50	7,101,093.50
Man.	643,948.47	98,720.67	742,649.14
Sask.	678,667.50	1,201,439.17	1,880,107.07
Alta.	810,293.50	1,709,592.89	2,519,886.39
B.C.	873,822.00	1,213,468.10	2,087,290.10
N.W.T.	54,320.18	35,600.00	89,920.18
Y.T.	23,326.57	-	23,326.57
TOTALS	7,812,195.06	9,134,605.38	16,946,800.44

By March 31, 1961 less than half of the \$40,000,000 had been claimed by the provinces. Quebec did not make any claims of these funds

nor did Newfoundland and the Yukon against allotments for capital expansion. Ontario claimed nearly half of the total federal expenditures having used \$3,000,000 from the annual allotment and \$4,000,000 from the special allotment for new facilities.

Special Vocational Training Projects Agreement

Under the Special Vocational Training Projects Agreement of 1959 the previous schedules established under the Vocational Training Agreement were retained and additional ones added. Schedules established and the rate of federal assistance were:

Schedule C - Vocational Correspondence Courses	50%
" G - Federal Government Employees	100%
" H - Assistance to Students	50%
" K - Service Tradesmen	100%
" M - Unemployed Workers	50%
" P - Primary Industries	50%
" Q - Foremen and Supervisors	50%
" R - Disabled Persons	50%

Assistance under Schedule M was later raised to 75% in those provinces in which the number of training days in a fiscal year exceeds 7% of the adult population of the province.<sup>8</sup>

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<sup>8</sup> Order in Council, P.C. 1960-10/1214, September 8, 1960; Order in Council, P.C. 1960-8/1399, October 13, 1960.

#### SECTION IV

##### The Technical and Vocational Training Assistance Act

In 1960, all federal-provincial activities in the field of vocational education were grouped under the Technical and Vocational Training Assistance Act and two agreements were entered into with the provinces. They were the Apprenticeship Training Agreement and the Technical and Vocational Training Agreement. A brief description of each follows. Detailed enrolment figures under the Technical and Vocational Training Assistance Act are available from the Education Division, Dominion Bureau of Statistics, Ottawa.

##### Technical and Vocational Training Agreement

This agreement contained ten schedules or programs.

##### Program 1 - Vocational High School

The Technical and Vocational High School Program covered any courses or programs of regular secondary schools, technical, vocational or composite high schools where the full-time courses had a minimum of 50 per cent of school time spent in instruction preparing for an occupation. This included technical, trade or occupational practice and theory, mathematics, science and drawing.

In addition, co-operative training programs in which high school students spend a minimum of 50 per cent of their time on the job were eligible for federal assistance.

The Act allowed the federal government to contribute up to a total of \$15,000,000 during the period from April 1, 1961 to March 31, 1967 to all provinces for operating vocational high school programs and courses on a sharing basis not to exceed 50 per cent of provincial costs. Not

more than \$3,000,000 could be allotted in any year and the allotments were made on the basis of the number of persons in the 15-19 year age group in each province. Allocations and claims under the program were as follows:

Table 1. Program 1 - Allotments to Provinces based on 1961 Census 15-19 Years

Province	Allotment 1961-67	Total Claims Paid Apr. 1/61 - Mar. 31/67
	\$	\$
Nfld.	576,510	42,758
P. E. I.	260,289	221,710
N. S.	761,154	875,157
N. B.	664,128	767,886
Que.	4,408,685	2,691,000
Ont.	4,132,370	4,872,434
Man.	820,582	939,339
Sask.	839,182	987,580
Alta.	1,075,664	1,246,549
B. C.	1,199,143	1,382,601
Y. T.	135,370	74,775
N. W. T.	126,920	462
Canada Total	14,999,997	14,102,251

Enrolments under Program 1 for the six-year period are as follows:

<u>Year</u>	<u>Enrolment</u>
1961-62	Not available
1962-63	119,943
1963-64	163,890
1964-65	189,326
1965-66	214,165
1966-67	239,056

Program 2

The Technician Training Program to which the federal government contributed 50 per cent of provincial costs, provided training at the post-secondary school level. Training under this category covered the fields of engineering, science, business or other fields requiring advanced theoretical and practical training but did not include training for university credit. Prince Edward Island was the only province which did not offer technician training.

Courses under this program emphasized an understanding and application of mathematical, scientific, technological or other principles required by a specific occupational field. Courses were of 2 or 3 years' duration but all consisted of at least 2,400 hours of instruction.

During the course of the program, and after considerable discussion, general agreement was reached on national standards for technician training. A Diploma of Applied Arts or a Diploma of Technology is awarded to a student who completes a course requiring a minimum of

2,400 hours beyond high school completion and who has school leaving credits in mathematics, science and language. The curriculum criteria for such programs include 10 to 15% of student's contact time in general education, 15 to 20% in supporting technical courses, 10 to 30% in mathematics and basic sciences, and 35 to 60% in the technical specialty.

The growth of technician training programs during the period was as follows:

<u>Year</u>	<u>Enrolment</u>	<u>Federal Expenditures</u> \$
1961-62	Not available	3,351,896
1962-63	11,517	6,794,211
1963-64	13,887	7,064,083
1964-65	19,610	10,238,560
1965-66	21,741	3,934,113
1966-67	27,694	6,035,398

Presently there are 42 institutions across Canada providing technician training. Twenty-two of these institutions are in Quebec, seven are in Ontario, and two in each of the remaining provinces, excepting Manitoba with one and Prince Edward Island without any.

The technician training program offers more than 75 courses in such widely divergent fields as: architectural technology, petroleum technology, mechanical technology, electrical and electronic technology, metallurgical technology, civil technology, aeronautical technology, refrigeration and air conditioning technology, and medical technology.

Program 3

The Trade and Other Occupational Training Program had a three-pronged objective:- (1) to assist employed persons wishing to upgrade their skills; (2) to help those about to enter employment; and (3) to provide training for those individuals wishing to retrain for changes in occupation. The federal government reimbursed the provinces for 50 per cent of operating expenditures.

To qualify for training under this program, trainees must have left elementary or secondary schools and have been over the compulsory school attendance age.

Training programs were available in more than 100 occupations including: agriculture, art, automotive building construction, barbering and beauty culture, cooking, commercial, drafting, electricity and electronics, fishing, forestry, mechanical trades, needle trades, paper-making, practical nursing, ship building, shoe repair, textiles, watch repair and wireless communication.

Growth of the program can best be illustrated by the following tabulation of enrolments and expenditures:

<u>Year</u>	<u>Enrolment</u>	<u>Federal Expenditures</u> \$
1961-62	Not available	1,964,730
1962-63	Not available	1,930,000
1963-64	27,394	2,765,435
1964-65*	57,362	3,575,000
1965-66*	60,065	2,278,257
1966-67*	75,812	1,626,106

\*Includes in-class training of apprentices.

#### Program 4

Training in Co-operation with Industry, Program 4, was concerned with the upgrading and retraining of workers in new skills and processes to meet the changing needs of industry and also the training of supervisory and management personnel. This program also included a wide variety of courses for owner/managers of small businesses.

Projects undertaken under this program were developed jointly by the province and one or more employers or industries in a particular area.

Training was provided in public or approved private schools, in industrial establishments by means of full-time, part-day, day or evening, day release, sandwich, on-the-job type of programs, or by correspondence courses.

The federal government contributed 50 per cent of provincial expenditures on approved training programs. Where training was provided for those unemployed for at least half of the work week but gainfully employed during the remainder, the federal government contributed 75 per cent of provincial training costs.

Federal expenditures and enrolments under Program 4 since 1961 are as follows:

<u>Year</u>	<u>Enrolment</u>	<u>Federal Expenditures</u> \$
1961-62	1,705	31,178
1962-63	3,770	56,478
1963-64	7,814	88,018
1964-65	9,199	329,074
1965-66	20,103	629,380
1966-67	39,204	1,194,025

Program 5

This program was designed to provide training for unemployed persons to improve their employment opportunities by increasing their basic education, trade, technical or occupational competence.

In this program, the federal government provided up to 75 per cent of training costs.

After the passage of the Training Allowances Act in 1966, all of the provinces, except British Columbia, signed agreements whereby the federal government agreed to pay 100 per cent of a basic allowance of \$35.00 per week to all Program 5 trainees. In addition, the federal government agreed to pay 90 per cent of supplemental allowances up to \$55.00 per week to enable trainees to support dependents and to cover the extra cost of living away from home while in training.

Training under this program could be of the "refresher" type or training for employment in an occupation not previously followed by the trainee.

Enrolments and federal expenditures under this program since 1961 are as follows:

<u>Year</u>	<u>Enrolment</u>	<u>Federal Expenditures</u>
1961-62	26,887	\$ 3,941,586
1962-63	38,439	7,751,224
1963-64	49,047	10,492,333
1964-65	59,821	13,600,000
1965-66	80,991	23,979,352
1966-67	150,044	54,232,229

Program 6

The Training of the Disabled Program provided for the technical or vocational or professional training, retraining, or vocational assessment of any disabled Canadian who, because of a continuing disability, required training to fit him for employment in a suitable occupation.

Fifty per cent of the provincial costs of approved programs was contributed by the federal government.

Under this program, training was given in full-time or part-time classes for periods up to two years. In certain cases, this period was extended. Where necessary, because of an individual's particular disability, specialized training techniques such as individual tutoring, home instruction or correspondence courses were employed.

Enrolments and federal expenditures under Program 6 since 1961 are as follows:

<u>Year</u>	<u>Enrolment</u>	<u>Federal Expenditures</u>
1961-62	2,765	\$ 368,186
1962-63	2,968	748,600
1963-64	2,185	604,997
1964-65	3,981	655,001
1965-66	3,964	799,894
1966-67	4,581	818,703

### Program 7

The Training of Technical and Vocational Teachers Program included training for technical and vocational teachers and for supervisors and administrators of technical and vocational training programs.

This program, to which the federal government contributed 50 per cent, was based on courses designed and organized for the training or upgrading of technical and vocational teachers, supervisors and administrators. Under the program, emphasis was placed on techniques applicable to the instruction or supervision of adults and to the administration of technical and vocational training programs. Vocational teachers had to have occupational competence prior to undertaking teacher training.

Enrolments and expenditures under this program since 1961 are as follows:

<u>Year</u>	<u>Enrolment</u>	<u>Federal Expenditures</u> \$
1961-62	N.A.	212,640
1962-63	601	232,943
1963-64	749	380,504
1964-65	1,623	614,609
1965-66	1,762	429,245
1966-67	640	1,081,921

One of the interesting developments under this program was the co-operative teacher training program carried on by the four Atlantic provinces and located in Moncton. An advisory council, representing the

four provinces, was constituted and met regularly to advise the Minister of Education in New Brunswick, who was responsible for operating the program, on matters related to vocational teacher training. The actual training was carried out at the New Brunswick Institute of Technology in Moncton.

In addition, during the course of the agreement, vocational teacher education programs were developed or strengthened at the University of British Columbia, the University of Alberta, the University of Saskatchewan, the Manitoba Institute of Technology, Ontario College of Education, Althouse College of Education and Laval Institute of Technology. The University of Alberta program included studies at the graduate level.

#### Program 8

Training for Federal Departments and Agencies provided for training for members of the Armed Services or for tradesmen or workers for occupations as requested by any department or agency of the federal government. Most of the training carried on under this program was for marine engineers and other ships officers who were seeking certificates of competence to meet the requirements of marine legislation.

For such training or training services provided by a province, the federal government contributed up to 100 per cent of training costs, depending upon the degree of responsibility of the federal government.

Enrolments and expenditures under this program since 1961  
are as follows:

<u>Year</u>	<u>Enrolment</u>	<u>Federal Expenditures</u> \$
1961-62	N.A.	26,834
1962-63	397	69,247
1963-64	1,243	58,826
1964-65	1,446	61,922
1965-66	1,158	73,452
1966-67	735	114,474

#### Program 9

The Student Aid Program was a means whereby financial assistance was given to students at university and to nurses-in-training.

Those eligible for this assistance were students of good scholastic aptitude registered in a full-time university course leading to a degree (other than theology), and nurses-in-training who, otherwise, would be unable to undertake or continue their training. At the discretion of the province, assistance could take the form of a grant or a loan or as a combination of both.

This program was a continuation of the old student aid program which was established nearly 30 years ago and expenditures under the program were frozen at \$219,000 per year.

#### Program 10

A Manpower Requirements and Training Research Program was added to the Technical and Vocational Training Agreement to stimulate and encourage research projects undertaken in the province for providing

information relating to technical and vocational training and manpower requirements. The federal government paid 50 per cent of approved provincial expenditures.

Expenditures under the program were as follows:

1965-66	\$ 13,138.00
1966-67	114,071.58

#### Capital Expenditures Program

Under this program, the federal government reimbursed the provincial governments a portion of their expenditures for construction, purchase or alteration of approved facilities for technical or vocational training, and the equipping of the same.

Facilities for all programs, whether for training high school youth, or adults, apprentices or technicians, unemployed, disabled, or vocational teachers, were constructed and equipped under funds provided under this agreement.

The agreement provided, as an incentive, that 75 per cent of approved capital expenditures could be claimed during the first two years and 50 per cent of approved expenditures for the remainder of the agreement. This was changed to include 75 per cent of approved expenditures until a province claimed \$480 per person in the 15 to 19 year age group. Additional capital assistance was available at 50 per cent of approved expenditures. Total cost of capital projects during the life of the agreement was estimated at \$1,476,779,911, of which the federal share was estimated to be \$792,242,215.

Approvals and actual expenditures by province during the period 1961 to 1967 are as follows:

PROVINCE	APPROVALS		ACTUAL FEDERAL PAYMENTS \$
	ESTIMATED TOTAL COST \$	ESTIMATED FEDERAL SHARE \$	
Nfld.	31,908,900	23,150,457	21,365,283
P.E.I.	3,859,019	2,896,286	2,650,091
N.S.	24,614,661	17,575,042	10,478,677
N.B.	13,916,000	9,627,663	7,167,114
Que.	305,422,311	185,830,062	133,058,175
Ont.	801,741,910	366,029,065	279,159,475
Man.	27,543,016	20,231,643	11,726,929
Sask.	49,447,702	27,180,018	13,395,932
Alta.	129,980,066	82,957,577	68,267,434
B.C.	80,185,356	55,961,157	44,078,038
N.W.T.	869,750	136,519	70,444
Yukon	1,516,646	992,595	954,440
Canada	1,471,005,337	792,568,084	592,372,032

Each province set its own priorities as to the type of facilities to be provided. As the following figures show, some emphasized adult training centres while others emphasized facilities for training at the secondary school level.

Capital Projects Approved

1961 - 1967

Province	Vocational High School	Institutes of Technology <sup>1</sup>	Adult Trg. Centres	Other <sup>2</sup>	Student Places
Nfld.	0	1	13	5	3,870
P.E.I.	1	0	1	6	1,486
N. S.	11	2	15	3	6,013
N. B.	2	2	6	33	3,695
Que.	117	20	85	10	113,228
Ont.	370	7	41	42	219,996
Man.	11	1	9	51	6,752
Sask.	17	2	1	1	12,634
Alta.	57	3	10	6	35,142
B. C.	68	1	11	4	36,624
Yukon	1	0	1	0	482
N.W.T.	0	0	1	0	30
Canada	655	39	194	161	439,952

1. includes combined institutes and trade schools

2. includes students residences and special equipment projects, and projects under \$10,000

### Apprentice Training Agreement

The federal government shared equally with the provinces in the training programs established under the Apprenticeship Training Agreement.

The purpose of this agreement was to encourage and assist the development of organized training for apprentices in all skilled trades. The Apprenticeship Training Agreement provided for a federal reimbursement of 50 per cent of provincial government expenditures for the training of apprentices in classes or their supervision on the job. Apprentices must be registered with the provincial departments of labour in designated trades. Agreements were in effect with all provinces, except Quebec.

Enrolments and federal expenditures during the period were as follows:

<u>Year</u>	<u>Enrolment in Trg.(classes)</u>	<u>Registered Apprentices</u>	<u>Federal Payments</u> \$
1961-62	18,483	21,018	2,160,859
1962-63	18,087	21,879	2,172,146
1963-64	19,138	23,163	2,334,891
1964-65*	16,085	26,682	694,879
1965-66*	19,621	31,827	920,106
1966-67*	25,159	37,996	1,174,175

\*Classroom training of apprentices included with Program 3

### Correspondence Courses

In addition to these programs, the federal government also contributed up to 50 per cent of provincial costs of preparing, printing and servicing technical and vocational correspondence courses.

Federal expenditures under this program were as follows:

1961-62	\$ 8,500
1962-63	41,867
1963-64	1,368
1964-65	16,903
1965-66	36,500
1966-67	3,702

In October 1965 an agreement was entered into between the federal government and the Province of Quebec whereby the province would opt out of the following programs: Vocational High School, Technician Training, Training for the Disabled, Training of Technical and Vocational Teachers, Student Aid, Technical and Vocational Correspondence Courses, and part of the Adult Trade and Occupational Training Program. The province would receive, instead of direct grants for expenditures, certain tax abatements and would continue the training programs as outlined in the Technical and Vocational Training Agreement.

#### Interprovincial Certification

Further interprovincial co-operation is evidenced by the development of the "Red Seal" program. "Red Seals" are issued to apprentices who complete their provincial program and who pass an inter-provincial examination in their occupation. The "Red Seal" is affixed to the apprenticeship certificate. For several years the Training Branch provided a staff officer to give direction and assistance in developing an examination program. Consideration is being given to a program of interprovincial recognition for journeymen in a number of non-apprenticeable occupations.

### Occupational Analyses

Shortly after the conclusion of the first Apprenticeship Agreements in 1944, Directors of Apprenticeship, during their semi-annual workshops, began to consider the desirability of Canada-wide standards of apprenticeship training. After a number of faltering and unsuccessful attempts to launch such a program, eventually resource staff was provided by the Training Branch to direct and co-ordinate the activity and, during the period, analyses were made of nearly 30 occupations. These analyses provided a detailed listing of the knowledge and skill required to successfully carry out the occupation. Analyses are distributed through the Queen's Printer and are used extensively by both education and industry.

A later development was the analysis of an entire industry to ascertain the occupations, by level, within it. To date, only the fishing, agricultural, forestry and electronics industries have been analyzed. Such analyses appear to be meeting a need of industry in Canada.

### Instructional Materials

For years the Department, through the Training Branch, operated a rather informal system of information dissemination and co-ordination of course materials. During the latter part of the period covered, a demand for course materials was met by the securing of a number of specialized staff who developed, or arranged for the development of, course materials. A variety of courses of special interest

to owner/managers of small businesses were prepared together with courses in supervision, management education, and job instruction. Experimental courses for toolmakers and machinists, and a manual for Training Directors was also prepared. In addition, pamphlets, bibliographies, films, and other materials were prepared and distributed to interested persons.

SECTION V

Occupational Training for Adults Program

At a federal-provincial conference in October 1966, the Prime Minister announced that cost-shared agreements would not be continued after April 1, 1967. Instead, the federal government agreed to make a yearly fiscal transfer to the provinces in lieu of the amount distributed on a cost-sharing basis for vocational education and university grants in the past. These new arrangements are administered by the Secretary of State Department and it is estimated that between \$300 and \$400 million would be paid to the provinces in 1967-68.

Effective April 1, 1967, under the Adult Occupational Training Act, the federal government may purchase training services on behalf of its clients from the province, private schools or industry. Training could be full-time, part-time or by correspondence. The Department of Manpower and Immigration pays the full cost of training of adults and may pay an allowance or wage reimbursement to an employer.

Training may be purchased for a client who is one year older than the school leaving age in the province of residence and who has been out of school for at least one year. Apprentices need not have been out of school one year.

To be eligible for an allowance, a trainee must have been in the labour force for a period of at least three years, or have dependents. Allowances during the first year of operation ranged from a minimum of \$35.00 a week to a single person living at home to a maximum of \$90.00 a week for a person with at least three dependents who had to live away from home while taking training. Each year the allowance schedule is adjusted in keeping with the increase in wage rates in Canada. Allowances were paid directly to the trainee if he was in a public or private institution.

In the case of training in industry, the Department negotiates a training-in-industry contract directly with the employer and may reimburse the employer for a percentage or all of his out-of-pocket training expenses and a portion of the wages while the trainee is off production and in training.

Under the A.O.T. Act a number of agreements have been negotiated:

- 1) Purchase of Training Services -- These agreements provide for the purchase of courses from public institutions which are operated by or under the jurisdiction of a provincial government and for the purchase, from the province, of supervisory and administrative service directly related to the course purchased under the OTA program.

- 2) Purchase of Apprentice Training -- These agreements provide for the purchase from the province of training courses and related administrative services for apprentices registered under provincial apprenticeship programs.
- 3) Phase-out of Training -- This agreement provided for the continuation of training for those trainees who were on course as of March 31, 1967 under the terms of the former Technical and Vocational Training Agreement. This continuation included the skill training for which the trainees were at that time undergoing the prerequisite academic upgrading. Agreements in this category enabled a province to claim training costs for such trainees on the same basis as under the former TVT Agreements. All training under phase-out agreements has now terminated.
- 4) Research -- These agreements provide for the federal government to share in the cost of approved research projects related to occupational training, including the development of curricula and standards.
- 5) Contracts may be entered into with an employer for training his employees, and with privately owned and operated schools for the purchase of training courses that are provided in such schools. The province in which such purchases are made is consulted and its approval of the training course is obtained before the contract is implemented. All contracts are subject to the limitations imposed by contracting regulations and Treasury Board.

Enrollments \* under the OTA Program during 1967-68 were  
as follows:

Province	Public Institutions		Private Schools and Industry	TVT Phase-out	Total
	General	Apprenticeship			
Nfld.	3,008	1,092	19	3,813	7,932
P.E.I.	1,381	78	15	666	2,140
N.S.	2,518	1,740	471	5,267	9,996
N.B.	2,087	2,387	282	3,197	7,953
Que.	51,099	17,259	390	39,776	108,524
Ont.	32,658	7,173	29,218	34,671	103,720
Man.	4,153	1,135	691	5,069	11,068
Sask.	2,166	2,092	501	3,631	8,392
Alta.	3,421	7,511	236	7,744	18,912
B.C.	3,460	4,969	156	6,084	14,709
Yukon	132	-	-	97	229
N.W.T.	-	-	-	58	58
Canada	106,105	45,456	31,979	110,093	293,633

Payments\* for training costs and allowances during the year were as follows:

Province	OTA		TVT Phase-out
	Training	Allowances	
Nfld.	2,122,000	2,059,000	5,523,267
P.E.I.	325,000	565,000	1,065,193
P.S.	1,658,000	2,594,000	4,072,097
N.B.	2,146,000	1,032,000	2,052,984
Que.	11,750,000	13,031,000	36,580,045
Ont.	20,155,000	25,200,000	22,360,447
Man. )		2,534,000	4,135,856
Sask. )	7,616,000 **	1,834,000	2,739,516
Alta. )		4,146,000	3,376,354
B.C.	3,259,000	2,878,000	3,476,623
Yukon	157,000	3,000	203,063
N.W.T.	-	-	315,416
Canada	49,180,000	55,878,000	85,636,863

\* Includes payments to private schools and training in industry

\*\* Provincial Breakdown not available

Although a complete analysis of the OTA program during its first year of operation is not as yet available, the preliminary findings show that:

- (a) Excluding apprentices, OTA trainees were, on the average, 27 years of age as opposed to 22 years of age under Program 5. This indicates that many more people are now being trained for their second careers; this is especially true for men.
  - (b) Some 80 per cent of all trainees were male, as compared with 57 per cent under Program 5.
  - (c) Only 43 per cent of all trainees were single, as compared with 58 per cent under Program 5.
  - (d) Drop-out rates have decreased, as compared with drop-out rates under Program 5.
- 6) Phase-out of Capital Assistance -- In order to enable all provinces to benefit equally from the Capital Assistance Program, this program was extended so that each province could claim an amount equal to \$200 per person in the 15 to 19 year age group during the census year 1961. The province may claim 75 per cent of its expenditures on facilities up to an amount equal to \$480 per capita and thereafter may claim 50 per cent of its expenditures until the remaining \$320 per capita has been claimed.

Allotments, approvals and payments since 1961 are as follows:

Province	Allotments at \$500	Federal Share of Approved Projects 1961-1968	Actual Federal Payment 1961-1968
Nfld.	35,063,180	23,163,583	22,358,946
P.E.I.	7,100,000	3,065,618	2,725,196
N.S.	51,391,180	36,509,450	20,403,396
N.B.	42,811,180	14,007,957	7,428,121
Quebec	373,940,720	267,539,868	176,126,789
Ont.	349,506,360	371,511,248	316,165,512
Man.	56,646,360	24,651,122	15,756,526
Sask.	58,291,180	39,214,723	22,927,970
Alta.	79,203,180	82,074,595	73,825,934
B.C.	90,122,360	54,674,867	49,538,229
Yukon	924,035	1,009,109	957,820
N.W.T.	1,359,180	136,519	70,444
Canada	1,146,358,915	917,558,659	708,284,883

Since the beginning of the Capital Assistance program in 1961, nearly 1200 projects were approved providing 439,952 student places. The total cost of providing these facilities is estimated to be \$1,677,229,000, of which the federal contribution is estimated to be \$917,559,000. As the following table shows, the majority of facilities under the program were at the vocational high school level.

CAPITAL PROJECT APPROVALS

1961-1968

Province	Voc. High Schools	Institutes of Technology	Adult Training Centres	Other *	Student Placements
Nfld.	-	1	13	5	3,870
P.E.I.	1	6	3	-	1,561
N.S.	29	2	22	10	12,950
N.B.	3	2	7	45	5,488
Que.	141	20	85	11	159,596
Ont.	368	7	41	103	217,899
Man.	6	1	8	62	6,742
Sask.	23	2	1	1	16,124
Alta.	58	3	8	6	34,932
B.C.	68	1	11	4	36,624
Yukon	1	-	1	-	482
N.W.T.	1	-	-	-	30
Canada	699	45	200	247	439,952

\* Includes minor projects, special equipment and student accommodation.

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